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UNITED STATES DEPARTMENT OF AGRICULTURE

FOREST SERVICE

RECORD OF DISCUSSION AND ACTION

AT REGIONAL FORESTERS' MEETING

April 10 to 22, 1935

Washington, D.C.

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UNITED STATES DEPARTMENT OF AGRICULTURE
FOREST SERVICE
WASHINGTON, D. C.

RECORD OF DISCUSSION AND ACTION AT REGIONAL FORESTERS' MEETING APRIL 10, to 22, 1935.

Room 5110 A South Building, Washington, D. C.

Finance, Organization and personnel

1. Before the adjournement of the meeting, questions of allotments for emergency activities will probably become active. It will be necessary and profitable to consider numerous questions of policy involved in the new emergency relief program. Kelley asks consideration of policies and priorities on:

A. Cabins at forest camp grounds.

B. Summer homes on forest lands.

C. Hotel resorts on forest lands.

Consider also the possibility of getting the limitation of income changed from a limitation of $50 per month to a limitation of $600 per year or $300 per half year. Will the limitation be on net or gross income where we board men?

Allotments for emergency relief activities did not become active during the meeting but regional figures, resulting from Regional Foresters' commitments that if requested to do so they could complete certain amounts of emergency work within a sixteen month period were put on the blackboard and received some discussion.

The possibility of limiting income on an annual or a semi-annual basis in lieu of a monthly limitation, received some discussion but after a conference in the Department the Forester announced that all wage policy questions would be covered by instructions coming from higher authority and that the meeting need give no further consideration to this problem.

Regional Foresters voted almost unanimously "no" in answer to the specific question - "should the regions build residences for forest officers in towns where there is no difficulty in securing houses to rent?" The Forester reserved final decision until after he could confer with the Secretary's office on the point.

In answer to the question "should regions go into the building of overnight cabins, summer homes and hotels for rental" the Forester said - "put up whatever facilities are necessary to handle the situation. Do a first-rate job of whatever is undertaken." The subject is more fully covered in the report of the committee which is included as a part of the record under this subject.

During the discussion the Forester decided that the Division of Engineering should be responsible for all Washington office functions pertaining to buildings with the exception of policy functions. He also decided that the Division of Lands should be responsible for Washington office functions involved in landscaping of National Forest buildings or groups of buildings.

A committee consisting of Winslow, Chairman, Loveridge, Rutledge and Norcross was appointed to formulate a plan for most effective utilization of professional architects. Some of the proposals in the committee's report will apparently not be practicable under existing law. The final report of the committee is as follows:

"Procedure for proposed building program -

"(1) The Forester will announce space provisions and issue a policy statement and general plan for different classes of buildings.

"(2) The Forester's office will retain an architectural firm to act in an advisory capacity to the Forester and to approve architectural sketches prepared by the Regional offices and Experiment Stations, such being in conformity with the general requirements of the Forester.

"(3) The Regional Foresters and Experiment Stations will employ an adequate force of competent architects and structural engineers for the preparation of designs, specifications and cost estimates.

"(4) The Forester's consultant will make field trips for the purpose of reviewing and approving the architectural sketches made by Regional offices and Experiment Stations. In case of disagreement, the sketches will be referred to the Forester for consideration and action.

"(5) If large and expensive construction is undertaken or if for other reasons outside architectural advice is desired, local consulting architects or architectural firms may be employed by the Regional Foresters and Experiment Stations. In such employment so far as practicable, the Regions and Research units will use the advice of the Forester's consultant in the selection of local consultants. When necessary, architectural and structural designs will be referred to the Forester for review, checking or reference to consultants.

"(6) The Department Regulations for the award of contracts for equipment, materials, supplies and construction should be liberalized. To the greatest extent permissible under the law and assuring sufficient administrative control, the award of such contracts by the Regional Foresters and Directors of Research units should be permitted."

A committee consisting of Kneipp, Chairman, Peck, Show and Evans was appointed to consider recreational developments on the National Forests. The final report of the committee was as follows:

"MEMORANDUM OF PRINCIPLES TO GOVERN RECREATIONAL DEVELOPMENT IN NATIONAL FORESTS

"At the conference of Regional Foresters on April 20, approval was given by the Regional Foresters and by the Forester to the following statement of principles to govern the recreational development and use of the National Forests:

"1. Inherent in the National Forests are almost unlimited potentialities for inspirational, educational and recreational service to the American people. They are fertile fields for the development of knowledge, character, good citizenship and love of country. Diversified and widely distributed as they are, they offer to a large part of the population opportunity for outdoor recreation under simple and democratic conditions and at low cost. Social objectives and considerations of public interest dictate the complete and constructive development of such opportunity, through planwise classification and improvement at public expense, to the full degree necessary to meet the reasonable requirements of the public and consistent with the other public purposes for which the National Forests were created. Recreational use of the National Forests therefore shall be regarded as a major use which, in relative importance, generally shall be coordinate with, and in limited instances dominant over, other forms of use and service.

"2. The fundamental recreational appeal of forest areas lies in their naturalness and simplicity. The basic principle of recreational planning therefore should be the avoidance of overdevelopment or the unnecessary introduction into the forest setting of elements or facilities which give an artificial aspect or vitiate the atmosphere of freedom, ease, and close communion with nature.

"3. But the presence in the National Forests of tremendous numbers of summer visitors each year creates potential hazards to public health and property which must be minimized by all practicable means. The most practicable means is to induce the voluntary concentration of the visitors in areas where the hazards to public health and public property have been reduced to the minimum by the provision of adequate facilities for sanitation, care with fire, etc., etc., or in other words public campgrounds. In such campgrounds there should be provided at public expense all of the facilities and utilities essential to complete and safe public enjoyment of the National Forests. Where shelters, community centers, or other structures are necessary they should be provided and should be of high types of architectural design, specifications and construction standards. As a concomitant, adequate supervision and public service should be provided through the assignment of qualified campground caretakers or other similar short-term officers.

"4. The need for summer homes to be occupied year after year by a single family or group, to the exclusion of all other persons, will be met as in the past through the agency of special-use permits, which should, however, be subject to more rigid control and prescription of higher minimum standards than in the past so as to guarantee that such special-use occupancy shall not be incompatible with maximum public enjoyment of the scenic and recreational qualities of the National Forests.

"4. In areas of greatest popular interest or appeal inevitably there will be each season heavy concentrations of visitors who do not need or desire permanent or exclusive rights of occupancy but who during their stay do require shelter, subsistence and allied services. Other areas offer such exceptional fields for educational or scientific activities as to justify development for seasonal use by students or research workers. Private development and exploitation of such areas under special-use permit except where hitherto established and pending opportunity for equitable termination, hereafter will not ordinarily be authorized. On the contrary, the principle hereafter shall be that so far as is practicable under legal and financial limitations the development of such areas through the erection of necessary structures and the installation of other required facilities shall be conducted as a public function and at public expense by the Forest Service or by other public agencies, provided adequate facilities do not already exist under previously issued permits or upon private lands.

"5. In cases where key areas subject to mass recreational use are developed by the Federal Government as proposed in paragraph 4, they may be operated directly by the Forest Service, but the preferable course will be to authorize operation by permittees under permits which adequately establish maximum charges for service and minimum standards of character and quality of service. The method to be followed should be determined by the circumstances peculiarly applicable to the particular area. No hard and fast rule will be adopted in relation to these cases but each will be handled in the way productive of the highest service and at the least cost.

"6. In fixing the charges or rentals for any form of recreational use and occupancy of national-forest land or of the publicly-owned structures erected thereon, the principle of financial return shall be subordinate to considerations of social welfare and benefit to the individual citizen, but charges normally should be sufficient to amortize the costs of construction and cover maintenance and operation charges. In cases where projects are operated under permit the principle should be to obtain reasonalbe charges to the public rather than maximum revenues.

"7. The long established and prevailing policy of allowing all nonexclusive recreational uses of the National Forests without charge or permit should be continued, as a charge and permit system would create many grave difficulties of collection and accounting, and would complicate relationships with the public.

"8. When the principles and procedures to govern the expenditure of relief bill funds have been determined and announced, the Forester should furnish the Regional Foresters with specific instructions on the following points:

"a. The relative priority or preference to be given the various types of recreational projects and services.

"b. The limits to which the Regions should go in planning and carrying out the various types of projects.

"c. The limit, in terms of cost, specifications, or other standards, above which projects should be referred to and cleared by the office of the Forester before their construction is initiated or commitments to such construction are made."

2. Region 4 asks what rental policy should be followed on new residences for forest officers. Commercial or present Forest Service rates?

After a short discussion the subject was referred to the Division of Operation for consideration and action on definite recommendations which have been secured from Regions.

3. Consider distribution of any allotments secured from emergency relief by following method:

Set up nominal allotments by regions and states at the outset: Redistribute on January 1, 1936, allotting the then undisbursed remainder by regions in as near as practicable the same ratios as actual disbursements to that date bear to each other.

The sense of the meeting, concurred in by the Division of Operation, was that when emergency relief allotments have been received and instructions secured as to the period within which the work should be done, an acceptable schedule of actual disbursements will be worked out by Regions. Thereafter, no question of redistribution of allotments from the appropriation will be initiated by the Washington office if all Regions live up to their schedules. Regions failing to live up to the approved schedule of disbursement may expect to have questions raised as to redistribution of emergency relief allotments to other Regions.

4. Regular appropriation estimates for fiscal year 1937: Amounts: Coordination: Strategy.

A committee consisting of Rutledge, Chairman, Peck, Buck, Evans and Tinker was appointed to consider this and subject 6. As a result of their report and general discussion, the Division of Operation was directed to refer the March 1 appropriation estimates back to the regions for revision. The report of the committee is as follows:

"APPROPRIATION ESTIMATE AND THE FUTURE OF THE SERVICE

"Under present leadership, and with funds available which no one could have deemed possible a few years ago, and with social problems which must be faced, the Forest Service has a clearer vision of the place the Forests must henceforth occupy in our social and economic life. Our first responsibility is to so plan our work and our objectives that the proper place of the Forests is attained and maintained. With the passage of the acute stages of unemployment and that of the need for direct relief there will inevitably arise an insistent demand for retrenchment in Government expenditures.

"Before that time arrives, forestry must be so firmly established that it can not be made the victim of unwarranted, ill-considered, or unwise economy.

"Your Committee feels that this matter is so important and the need for immediate action so necessary that we urge a careful reconsideration of the 1937 appropriation estimates in order that everyone concerned may be sure that those estimates constitute a positive step in consolidating the Service in the gains which have been made under emergency set-up and that they provide the funds necessary to carry out the Forester's objectives.

"We must not pass up this opportunity which is here and now to do our utmost to establish the positions and to train the personnel necessary to handle the resource, the economic and the social problems of forestry for the long pull ahead.

After these estimates are prepared your Committee feels that there is no more important job before every member of the Service and every Public Relations agency or device which we may conceive of, than to bring vividly to the public, to Congress and to the Bureau of the Budget, an understanding of and an interest in the necessity for the set-up if forestry is to take and keep its proper place.

"We need as soon as possible to take another look at and if necessary reestablish for each Region and for each part of the country, clear cut objectives so that we can justify our position in demands for adequate funds to establish forestry on a sound and permanent basis.

"Your Committee urges that action be pushed for the enactment of the fundamental forestry legislation based upon the Copeland Report, commonly referred to as the Omnibus Bill."

5. Coordination of policies as to size of National Forest and District Ranger jobs. What consolidations or reorganizations are planned? Mr. Silcox wishes to review the whole subject.

Questions by Mr. Silcox developed the fact that aside from a few cases which are now pending no further consolidations are contemplated.

6. Mr. Show suggests consideration of the problem of necessary organization and new facilities to handle our enlarged job after the reaction from the present financial and related conditions.

This subject was handled with the report on subject 4.

7. Mr. Tinker raises the problem of correlating efforts of the Forest Service with efforts of other agencies engaged in conservation work such as the Soil Erosion Service, the AAA, the Rural Rehabilitation Corporation and state programs.

This difficult subject had extensive discussion but the only immediate concrete result was adoption by Mr. Silcox of a plan for attempting to secure recognition of the Forest Service as the land-buying agency for all federal bureaus within National Forest boundaries.

8. Mr. Tinker asks consideration of the need for determination by the Forest Service of basic policies and objectives by regions. He feels that it is vitally necessary that in its plans, the Forest Service recognize the difference in conditions between regions and approve objectives that will recognize these differences.

Mr. Tinker withdrew this subject but it received incidental consideration from time to time during the meeting.

9. Transfer of radio laboratory and personnel to Region 1 coincident with transfer of Horton.

Since the transfer of Horton to Region 1 will not occur this subject was not discussed.

10. Mr. Show wishes to present a plan for assignment of a committee of three, to the study of questions such as the problem of organization of Clarke-McNary and state work. The committee would consist of one assistant forester, one regional forester and one experiment station director. They would report back to the group for review and concurrence.

Mr. Show's report on this subject is as follows:

ORGANIZATION OF STAFF -- STUDIES OF POLICY

"Periodically in the Regional Foresters' staff meeting, questions of broad policy arise on which an intelligent opinion, based on brief consideration by the group, is impossible. Typical examples are Clarke-McNary policies, best method for higher leadership selection and training, reorientation of timber sale policy, and a defensible basis for resolving major jurisdictional questions.

"For the Regional Foresters or any other group to undertake, after brief debate, a settlement of any such question is to depreciate its own usefulness as an agency in staff work.

"The problem was clearly recognized in the January staff meeting in the discussions of Washington Office organization. A "brain-trust" of several men was then proposed for the purpose of undertaking detailed studies prerequisite to intelligent decisions.

"Within the Forest Service three major groups of the higher leaders should have a part in major policy determination-- the Assistant Foresters, the Experiment Station Directors, and the Regional Foresters. Each group has by definition, a somewhat different angle of approach, which clearly should be brought to bear on policy determination.

"In a period of rapid growth, expansion of functions, and constant readjustments to a changing world, such as the Forest Service is now in, it is clearly vital that study, and where necessary reorientation of policy, should be a continuing rather than a sporadic process. Not only should this process of study and redefinition apply to problems already acute because of inattention in the past, but it should try to anticipate problems likely to arise, such as jurisdictional questions, and work out possible solutions.

"Strengthening of Regional Foresters and Directors staffs through addition of Associates now makes it possible to use Regional Foresters and Directors on staff assignments for periods up to several months without critical depreciation in their formal jobs.

"The Regional Foresters therefore recommend that on specific problems of policy, clearly recognized by the Forester as requiring preparatory study and analysis before final consideration in staff conferences, the Forester should appoint, for detail to his office on specific dates, committees consisting of one member of his staff, one Director and one Regional Forester. These groups should be expected to present for final action by the staff conferences and the Forester, specific recommendations and the reasons therefor.

11. To what extent should District Rangers handle CCC and Emergency Relief work on their Districts? Supervisor Hartman of the Wichita has prepared an excellent statement on the subject. Excerpts have been furnished.

The consensus of opinion was that all Regions are now depending upon District Rangers to handle CCC and Emergency Relief work on their Districts and that the subject is appropriate for inspection rather than for discussion.

12. Formulation of policies to be followed in filling the new supervisor positions and the 1,062 new ranger, executive assistant and assistant supervisor positions recently approved by the President.

Discussion emphasized the importance of (A) recommending no filling of new positions except when the man recommended is fully qualified or if untried, giving every promise of measuring up to the demands of the new position and (B) the fact that filling of new positions, if delayed until after July 1, may be charged against the percentage limitation on promotions which will probably be imposed after July 1.

13. Mr. Show suggests consideration of salary grades in regional offices and on forests, which have not yet been handled on a comprehensive basis.

This together with subject 17 was assigned to the same committee, which handled such questions so effectively at the time of the January meeting of Regional Foresters. This committee consists of Loveridge, Chairman, Kelley, Pooler, Show and Kircher. The committee repeated the quality of its service rendered in January. The results of its labors will be announced by separate letters.

14. Mr. Show requests consideration of systematic personnel development and training for future higher leadership. Mr. Kelley asks for consideration of ways and means of keeping our personnel structure alive and productive of high caliber men.

Mr. Show's report on this subject which was given unqualified endorsement by the meeting is as follows:

HIGHER LEADERSHIP

"Positions of higher leadership within the Forest Service (positions of Assistant Regional Forester and higher in administration and Director and higher in research) have heretofore been filled as the need arose from the men then available. Beyond a decidely haphazard, imperfectly executed and hazy plan of changing assignments of promising men, no affirmative long-term effort has been made to insure that the Service has always available a reservoir of men of high leadership calibre, of fully known abilities, as demonstrated by systematic testing and training.

"Experience of the recent past and present shows unmistakably that our past attention to this problem has been seriously inadequate. Therefore something in addition to past efforts is urgently required.

"Eventual provision of a pool of fully qualified leaders requires first of all the systematic capture by the Forest Service of a share of the highest level ability on the market. Basic intelligence is the prime requisite, with formal technical education in forestry as second. Really high level intelligence masters techniques readily. The Service has perhaps restricted too narrowly its field of choice, in selecting men from a single professional field -- that of forestry.

"A second major problem has received scant attention -- that of an early identification of able young men whose talents lie in the field of specialization. Since Forest Service leadership requires all-around men, the true specialist is not a proper candidate. Control of Forest Service careers in this basic respect has operated through individual choice, often poorly conceived, through accident of vacancies at a given moment, through the pressure of a sometimes badly tilted salary structure, and through competition within the Service for able men.

"Young men of promise are usually identified fairly early in their Service careers -- the pressure of the job and watchful judgment of superiors accomplishes this. Dumbbells have a progressively poorer chance to float beyond their class than heretofore.

"The specific problem of selection and training of higher leadership starts with the identification of exceptional all-around ability in men under forty years old, and preferably under thirty-five. This is true because since the major problems of replacements will peak in about ten years and men now much over forty are hardly the age group on which to count.

"If the Service attacks this problem on an adequate scale and seriously, the following are essential:

"1. Budgetary setup of positions for training for fully qualified man or men to head the venture on a full-time basis, and for necessary expenses.

"2. Administrative restraint to prevent absorption of the program into current administration or research.

"3. Administrative firmness to put into the higher training process the most promising men, regardless of replacement difficulties.

"4. Institutionalizing the venture.

The form of institution most useful for our needs is in itself a subject for thorough study. Experience in the training of military and naval leadership here and abroad, forestry leadership abroad, and industrial leadership in this country, all deserve critical study before a particular formula is adopted. It would clearly be premature and unwise to settle this basic question casually.

"Specifically I suggest appointment by the Forester of a group of three -- one each from his own staff, from the Directors and from the Regional Foresters, to study and report their findings on the form and cost of such a project. The field of study should include recommendations for, preparation of teaching material not now in existence, for specific problems to be used for training, and for teaching assignments.

"In order to function properly, this group should be detailed to the Forester's office for the period necessary."

15. Under what circumstances, if any, is it justifiable to deny a man an opportunity to accept a promotion which is dependent on a transfer to another region?

The consensus of opinion was that there are no such circumstances.

A letter announcing a simplified procedure which will insure consideration of all personnel for promotion to vacancies P3 or higher, particularly in the expanding units, will be issued within a few days and will embody policy and procedure developed by discussion in the meeting.

16. Failures to eliminate unfit personnel. Are there too many of them? What should be done about it?

A recent case was cited in which the services of an emergency employee who had clearly shown himself unfit, were not terminated when they should have been. Attention was called by Regional Foresters to the difficulty of prompt and sure elimination of unfit personnel when such large numbers of people have been and will be employed.

17. Formulate and present to Dr. Stockberger anything which needs emphasis in connection with the no-relative rule and/or the exclusion of reorganization salary increases from percentage limitations on promotions after July 1.

Handled by the same committee which handled subject 13. Reassuring amendments to the no-relative rule have been issued.

Timber Sales

18. Policy for action under the temporary legislation authorizing termination of timber sales contracts. Carter.

Mr. Carter discussed the proposed stumpage legislation embodied in Bill H.R. 2881. He asked for an expression from the Regional Foresters as to the policy whichshould be followed in fixing a lower limit for stumpage prices in cases where cancellation will be followed by resale of the same timber. While there was some support for establishing no minimum, providing reappraisal did not show a minus value, the majority of the Regional Foresters favored fixing some limit. Mr. Carter suggested using the minimum stumpage prices now established for all forests and in general this met with approval.

Mr. Carter also raised the question of the effect the policy covered in the Forester's letter of September 15, 1934 with reference to sustained yield might have in relation to those cases which come up for cancellation under the proposed stumpage legislation. Unless the purchaser in such cases was in a position to practice sustained yield we could not make him a resale following cancellation. It was generally agreed that there wasn't much choice in the matter and that the purchaser would have to make his own decision

Fire

19. "It is hard to know how best to gauge the intensity of protection" to be given under conditions such as in the low value back country in Idaho. It will be helpful to have the subject explored by this group. In order to facilitate discussion, Mr. Loveridge and Mr. Kelley will each present his analysis of the problem and his conclusions and recommendations as to what should be done about it.

After discussion, the following policy was favored by a majority of the Regional Foresters and approved by the Forester. A separate letter defining and emphasizing the policy has been issued.

"Prompt and thorough Protection or no Protection"

FIRE SUPPRESSION POLICY

"The approved protection policy on the National Forests calls for fast, energetic and thorough suppression of all fires in all locations, during possibly dangerous fire weather.

"When immediate control is not thus attained, the policy then calls for prompt calculating of the problems of the existing situation and probabilities of spread, and organizing to control every such fire within the first work period. Failing in this effort the attack each succeeding day will be planned and executed with the aim, without reservation, of obtaining control before ten o'clock of the next morning."

20. Is there need for a unified policy with respect to restriction of public use of protection roads? Kelley.

A brief discussion resulted in exchange of ideas but led to no decisions as to unified action.

Improvements

21. Road side improvements - funds, agency, character and amount. BPR attitude. Norcross.

Discussion led to the following draft of a letter from the Forester to the Bureau of Public Roads:

"The Forest Service has always been in favor of roadside betterment and is very desirous of expanding this activity so that landscaping along Forest Highways will be on a par with that upon adjoining State Highways. It is however necessary to have a clear understanding of the division of work that should be done upon Forest Highway rights-of-way and the 400' strip of National Forest land.

"The activities listed below are functions and responsibilities of the Forest Service and their performance or accomplishment within the 132' (Class 1 and 2) and 66' (Class 3) Forest Highway road rights-of-way or the 400' strip of National Forest land will be handled by the Forest Service personnel and not undertaken by any other Government agency, except under prior agreement and understanding with their Regional Forester.

"(1) Improvement and development of recreational areas.
"(2) Erection and maintenance of improvements such as fire places, tables, benches, garbage pits, etc.
"(3) Silvicultural improvements, such as clearing, thinning and planting, except such as are necessary for the proper construction or maintenance of the Forest Highway.
"(4) Seeding and planting necessary to prevent erosion.
"(5) Approval of erection of buildings required during construction and maintenance.

"Forest Highway funds can be made available for such of the above work as can be legally used for this purpose at program conferences and the allotment made available to the Forest Service for expenditure.

"I am sure that your District Engineers and our Regional Foresters can handle this in a satisfactory manner."

Reimbursement for loss of taxes

22. Do Regional Foresters believe that we should act aggressively to secure legislative approval of some new method of reimbursing counties for loss of taxes as lands pass into federal ownership? Kneipp and Kircher.

Mr. Kneipp first read the following memorandum:

"The question of the future financial relationship of the Federal Government to the Counties in which lands are being acquired for national-forest purposes by purchase, exchange, or donation, is becoming increasingly acute. Regional Forester Buck particularly is strongly of the opinion that upon the equitable and acceptable solution of this problem hinges the entire acquisition program in the State of Oregon, and perhaps also in the State of Washington. Letters are now frequently received from Members of Congress transmitting letters addressed to them by County or State Officials or other parties in interest, emphasizing the negative consequences of Federal ownership and resultant withdrawal of lands from taxation, both in relation to the current operating expenses of the Counties and more particularly to the satisfaction of outstanding bond issues which, if not shared by the lands acquired by the United States, will fall in increasing and destructive burden upon the remaining taxable property.

"The subject of taxation has become an applied science and presents many problems of economics, finance and political government. A complicated technique has been developed for its treatment. Discussion of the technical phases will be left to the technicians and not attempted in this memorandum, which will be merely a consideration of certain practical phases of the situation.

"As now constituted the 3,072 counties in the United States are based largely on unsound economic, financial, and political foundations. They are the creation of an eager, ambitious and aggressive people engaged in the initial exploitation of resources created by millenniums of natural effort, hence vastly in excess of the current productive power of the soils. They have been maintained to date only by an extravagant, illogical, wasteful and unsound exploitation of such natural resources, and cannot endure, without modification, under systems of resource exploitation designed to conserve and perpetuate the resources.

"This fact gives rise to the initial question, namely, whether the future fiscal relationship of the National Forests to local units of Government should be forced into conformity with unsound principles of local governmental organization, or whether the Forest Service should fight as aggressively as it can to force a realistic appraisal of the situation and local acceptance of principles of fiscal relationship which reasonably conform to the economic and financial conditions which hereafter will prevail in relation to forest lands.

"One practical situation which must be faced is this: In apportioning Federal funds to the different Federal activities, Congress is guided largely by totals, without paying too much attention to detailed items. There is a tendency to regard all items included in the forestry totals as charges against forestry, even though they may contribute only in limited degree to the forestry objectives. If provision currently were made for the payment of funds to counties in lieu of taxes previously collected on acquired lands, or which might otherwise have been collected on reserved lands, there will be an inclination to regard the amounts so appropriated as increases in Forest Service appropriations and to correspondingly hold down or eliminate other important estimates so as to keep the total appropriations within some tentatively or arbitrarily fixed limits.

"Certain States have somewhat fixed a standard of current payments to the counties of 5 cents per acre per annum. When the lands now approved for purchase under the Weeks Law are acquired the forest areas in the continental United States will be approximately 150,000,000 acres, exclusive of future acquisitions. At a flat rate per acre of 5 cents the annual cost would be $7,500,000.00 per annum. At 2-1/2 cents per acre it would be $3,750,000.00. Even the lower figure would be more than twice as much as the maximum hitherto paid the counties in any year under the 25 per cent provision. If either sum is included in the appropriations of the Forest Service it may crowd out other very desirable increases in appropriations. This fact makes it desirable to consider with utmost caution any proposal to depart from the present arrangement.

"If they are not to be destructive and confiscatory taxes on forest lands must be paid out of current income. Where that income is not immediately realizable the payment must be deferred until it can be realized. Payment of taxes out of operating capital or borrowed funds on an annual ad valorem basis, in the case of forest lands upon which the timber is far from economic maturity means the piling up of an unbearable interest rate. The present system of compensating the counties, namely 25 per cent directly under the Act of May 23, 1908, and 10 per cent indirectly under the Act of March 4, 1913, is therefore in complete accord with the apparent requirements of sound programs if forest taxation, consequently the abandonment of such a principle should be most carefully considered before it is decided upon.

"If all the national-forest lands were in a condition of continuing production and utilization the present arrangement would be a very happy one for the counties since there are few instances where privately-owned taxable lands pay as much as 35 per cent of their gross production in the form of taxes. One criticism of the present arrangement is that in time it will afford the counties too generous a share in the products of the national-forest lands. At present, however, much of the national-forest land reserved from the public domain is inaccessible and therefore incapable of sound economic utilization, while much of the land acquired by purchase or exchange has been wholly depleted of its timber resources and will not again be productive of appreciable revenues for a long interval of time, during which the counties' share of returns from such lands will be negligible in most instances. This situation inspires many of the claims that some new method of fiscal relationship between the Government and the counties should be devised and adopted.

"It is, however, obvious that in cases where the national-forest lands are at present incapable of contributing in any marked degree to county finances either because of inaccessibility and consequent lack of economic opportunity or because of complete denudation of timber resources not capable of replacement by less than a quarter century or half century of patient and expensive effort, then such lands in private ownership would be equally incapable of contributing to county support and would not do so because they would be allowed to revert for tax delinquency. Federal acquisition of such lands is not a cause but a result of basic economic conditions inimical to the continuation of the prevailing or past county structure.

"Annual cash payments to the counties in offset to the taxes otherwise theoretically collectible upon the lands owned or acquired by the Federal Government would, therefore, be in disregard of now well defined trends in basic economic conditions and would tend to prolong the adjustments that otherwise might be made more promptly and effectively, even though somewhat drastically. If the matter could be placed squarely before all the people of the United States, particularly those who must bear the bulk of the burden of Federal taxation, it is wholly possible that preponderant public sentiment would be against a Federal fiscal relationship to the counties which is in conflict with obvious future trends and which merely would serve to extend for a few additional and painful years a situation which might better be adjusted with a minimum of delay. The protests against the present system all eminate from counties containing within their borders extensive acreages of lands owned or proposed for acquisition by the Federal Government, upon which current or early revenue production of substantial character is improbable or impossible.

"The present system of county government is not essential to forestry but rather somewhat disadvantageous in that it imposes upon forest lands unreasonable burdens of government cost. If the example of the State of Maine in throwing much of the forest area into unorganized districts policed and administered by the State was more generally followed the possibilities of private forestry would be greatly enhanced.

"The intermediate proposal submitted most recently by Region 6, but tentatively suggested prior to that time DeVries and other members of the Branch of Research is a compromise which seems least objectionable of any of the course alternative to the present method. Under that the 25 per cent and 10 per cent principle would continue but would be accompanied by approximations of the counties' ultimate equity or income from the forest lands over a cutting cycle or rotation period, this to be based on the best available data as to growth and yield and the best attainable estimates as to the probable future value of the product. The probable ultimate return to the county under the 25 per cent principle thus being approximated, it would be used as a credit upon which to base year-by-year cash payments or advances to the county to meet its financial requirements. To finance such cash advances it would be necessary in each State to create an initial fund to be advanced partly by the Federal Government and partly by the State. Instead of apportioning the 25 per cent of national-forest receipts yearly to the counties they would all be paid into this fund, and from this fund there would be paid each year to each county containing national-forest lands an agreed proportion of its total equity in national-forest income. This plan would seem to be entirely workable if the Federal Government and the State concerned were prepared to advance a large enough sum to initiate the fund and maintain it until the income from the National Forests was sufficient to carry it."

The first question then raised for discussion was as to the Regions which believe that some modification of the existing fiscal relationship is essential to the initiation of expanded Forest land acquisition programs or is otherwise strongly desirable. Pooler and Evans were not prepared to advocate any change in the present arrangement. Tinker unequivocally supported a continuation of the present plan because of his belief in the yield tax principle. Kelley had not reached a final conclusion but was inclined to believe that any program of acquisition of heavily timbered lands would create a need for modification, which, however, would depend on how much timber was purchased and how fast it was purchased. Peck while advocating continuation of the 25% principle felt that provision should be made for funding or anticipating ultimate county income, under which cash advances could be made. Rutledge favored a funding arrangement but expressed the belief that 25% of gross receipts to the counties might be too high. Show, Buck and Kircher favor a change in the nature of a funding arrangement.

The next question was whether if a modification is desirable, what form it should take. The simplest arrangement would be a revision of the present law under which each county would share in all National Forest receipts in the state in proportion to its National Forest area to the state area, rather than to merely share in the receipts from the National Forests within its boundary. General consensus of opinion was that the arrangement would not be equitable nor desirable.

The next question was as to the desirability of a change in the present 25% ratio. The majority opinion was that in time, 25% of gross receipts would be more than the county would be entitled to, since little or no privately-owned land pays that proportion of gross income as taxes and in addition the United States assumes many of the costs of protection, improvement and maintenance. It was decided that while a reduction in the percentage would be equitable it would be inexpedient to propose it at the present time.

The next question was whether especially in cases where receipts from National Forests would be long deferred, provision should be made to approximate the county's equity in the ultimate National Forest receipts, and to advance to the county each year a certain reasonable proportion of its ultimate share, such advances to be made out of a revolving fund or pool to be created initially by cash advances from the federal government and the state and into which the 25% of receipts from the state would be redeposited as earned. Regions 1 to 8 voted in favor of such a plan. Tinker voted against it. All Regional Foresters were against the adoption of any flat rate cash payment per acre per annum on National Forest lands.

Regional Foresters unanimously rejected another proposal that the National Forest lands be assessed on special basis of appraisal which would take into account their public service character and the large share of costs assumed by the federal government, and that such special assessed values will then be subject to current annual ad valorem tax prevailing in the county.

General consensus of opinion was in favor of adherence to the present 25% plus 10% arrangement but with such legal or administrative action as might be necessary to establish in each state a general fund or pool into which 25% of all receipts would be paid and from which there would be advanced to each county each year a reasonable proportion of the county's determined equity in the resources of the National Forest land within its borders, this pool to be initially created by grants or loans of federal funds and of state funds, thus affording a means for the advances to the county pending the time the 25% of receipts would be sufficient to meet all requirements.

Park boundaries and agricultural sub-committee trip

23. Mr. Silcox will wish to consider with each Regional Forester, park extension and boundary questions in which his region is concerned; also routes and schedules for proposed western trip of agricultural sub-committee of the house. (R-1, 2, 3, 5 and 6, using last year's plan and schedule as base.)

Mr. Silcox handled these questions as planned.

Cost keeping

24. Report by Loving on simplification of cost system.

Mr. Loving reported to the meeting and as a result of the discussion and action by the group the following FA Cost Keeping letter to Regions was signed by Mr. Sherman under date of April 22.

"During the January meeting of the Regional Foresters in Washington modification of the Cost Accounting system was discussed at length resulting in submission of the following recommendation:

(Retain present system. Forester to study for possible simplification.)

"Messrs. Loving and Scott were appointed as a committee to conduct the study for simplification. They visited Regions 1, 4, 5 and 6; Mr. Scott also visited Region 3. Both administrative and fiscal men of the Regional and forest offices were contacted. In addition recommendations were solicited by mail from the other regions by FA-Cost Keeping letter of January 21. Mr. Loving presented the committee's report to the Regional Foresters on April 16.

"The committee reported that the present cost accounting burden is largely caused by (1) unfamiliarity with instructions and procedure; (2) the extraordinary increase in volume of work; (3) disinclination to expand the clerical personnel in proportion to the expansion in field work; and (4) lack of adequate supervision. The committee also reported that considering the very heavy expenditures the cost of maintaining the cost records is not believed to be out of proportion.

"Following is a brief summation of the findings of the committee as approved by the Forester and the Regional Foresters.

(a) Recommendations Approved.

"(1) Omission from Forest Service costs of depreciation and maintenance of Forest Highways.

"(2) Evaluation of Civilian Conservation Corps enrollees' labor at standard daily rates instead of by appraisal, one rate to be used throughout the service.

"(3) Utilization of average depreciation rates and investment class "summary sheets" to simplify computation of improvement depreciation, preparation of reports, etc., and establishment of depreciation reserve account to allow for the application of above procedure.

"(4) Establishment of depreciation reserve account for equipment, depreciated at standard rates applied on basis of use; also elimination of investment records for individual pieces of equipment.

"(5) Computation of unit expenditures (Form 43-b) and unit costs (reverse of Form 43-e) in Washington Office.

"(6) More liberal classification of property, transferring to expendable a large proportion of the present semi-expendable. (This will require approval of Secretary's office.)

"(7) Rewrite Cost Accounting Manual emphasizing step-by-step procedure and print in loose leaf form.

"(8) Revise Cost Accounting Guide and include complete cross references to Cost Manual.

"(9) Provide standardized work sheets as needed.

(b) Recommendations Meriting Further Consideration Or Partial Application.

"(1) Substitution of work plan job sheets for service reports. (Approved by Forester for use in regions where desired and for further study as to desirability for universal adoption.)

"(2) Revision of basis of Regional Office distribution. (Approved by Forester for further consideration with understanding that any revision shall exclude requirement for service reports from Regional Foresters, Assistant Regional Foresters and their Alternates, Chief Clerk in Operation and Chief of Maintenance.) NOTE: In this connection the Forester also approved discontinuance of service reports by Forest Supervisors.

"(3) Combinations of activities to reduce the number. From a strictly cost accounting standpoint certain combinations appear feasible but further study is necessary to avoid conflict with administrative reporting and other requirements. (Approved for further consideration.)

"(4) Grouping of projects in investment records. Approved for further study since it is obvious that grouping of some classes is practical and desirable. Instructions on grouping will be provided later to insure standard procedure.

"(5) Extension of time for submission of cost and investment statements during present heavy work period. This will need to be considered each year since practicability of extension can not well be determined in advance.

"(6) Forest warehouse accounting procedure. Standard procedure to be initiated to insure proper accountability and distribution. This can not be considered as a simplification but in view of present volume of forest warehouse operations it is highly essential.

"Procedure will also be outlined relative to accountability for gasoline and oil.

(c) Recommendations Primarily Affecting Other Divisions.

"Several recommendations were received from the regions regarding records and reports for other divisions. These recommendations have been referred to the divisions concerned for consideration.

GENERAL

"Detailed instructions regarding approved changes in the cost accounting procedure will be supplied later by the Division of Fiscal Control."

Clarke-McNary

25. Consideration of pressing Clarke-McNary law policy questions. Kelley.

This subject was withdrawn from the program on the ground that it was covered by subject 10.

SUBJECTS ADDED AFTER THE PROGRAM OF APRIL 9 WAS MADE UP

Acquisition

The subject of the future forest land purchase program was discussed in considerable detail by the Regional Foresters and Directors of Forest Experiment Stations.

Mr. Kneipp stated that the future federal forest land purchase program as set forth in the report of the National Resources Board amounted to approximately 118,000,000 acres at an estimated approximate cost of $728,000,000. Out of that total area there tentatively has been designated approximately 48,000,000 acres most urgently desirable for federal ownership, of which the estimated total cost would be about $430,000,000, of which $150,000,000 would be for investments in mature stumpage as the basis for initiation of sustained yield operations. Partly included in the latter figure is the 24,000,000 acres required to complete the now existing 92 purchase units in 27 of the States east of the Great Plains, of which the estimated cost is $108,655,000.

The Forest Service is, of course, committed to the entire program and will prosecute it as rapidly and aggressively as circumstances will permit. However, the total fund now in sight for the purchase of forest lands is only $60,000,000, hence the immediate question demanding decision is as to how that $60,000,000 shall be apportioned geographically, or in other words, how much of it will be employed to carry forward the process of consolidation in the established purchase units and how much will be used to initiate purchase programs in the western States.

As an approach to that question three major factors apparently demand consideration, the first being that of community stabilization through the initiation of sustained yield operations by the acquisition of key control areas; the second is that a basic purpose of the allotment is relief of unemployment which demands consideration of the relative degree of relief obtainable by expenditures in one region as against another; while the third is that of the relative benefit to forest administration by transferring to federal ownership the areas now so widely interspersed among the national-forest lands and adding so greatly to the difficulty and cost of their protection and administration. To those three factors Ed Munns added a fourth, namely, the need for acquiring suitable bodies of lands for research use or experimental forests.

Mr. Silcox remarked that since the basic purpose of the bill making the funds available was relief of unemployment, and that also would be a prominent factor in the mind of the President in deciding upon allotments it was his feeling that an appropriate allocation of whatever purchase money is allotted would be to expend one-fourth of it in the acquisition of lands essential to sustained yield management in the western States and three-fourths of it consolidating federal ownerships in the existing or additional National Forest Purchase Units east of the Great Plains, one-fourth of that latter amount to be employed to acquire lands supporting merchantable stands of timber and essential to the objective of sustained yield management.

Mr. Silcox remarked that the funds which promise to become immediately available will meet only in a distinctly minor way the full requirements of the situation. In his judgment the prosecution of the larger program may require Congressional authorization of a special issue of low interest-bearing bonds, of perhaps $500,000,000, to be used as direct compensation for acquired lands. Mr. Silcox intends to support such a movement and outlined rather comprehensively the various considerations which satisfied him as to its necessity. The objective in his opinion should be reform as well as recovery. The immediate step would be to go along with the program of picking up certain typical areas in the West, using the one-fourth of the total allotment for that purpose, and then go ahead on the bond issue for the larger program. As a step in that direction he suggested that each Region furnish him with a key map upon which the present and impending situation would be dramatized by communities. He felt that we should get away from any proposal to enlarge the National Forests as such and must center our attention on specific community objectives of relief, stabilization, etc.

Concretely, Mr. Silcox felt that in the initial stages of purchase work in the West the effort and interest in each Region should be centered on perhaps a single project among which he mentioned a white pine or ponderosa pine unit in North Idaho, a redwood unit in California, the Ochoco Unit in Oregon, the most acute phases of the grazing situation arising out of the Spanish Land Grant problem in New Mexico, etc. While it would be well to paint the entire picture as a background for immediate proposals, it was Mr. Silcox' opinion that in making such immediate proposals we should not scatter our shots but should initially concentrate attention upon the single project in each State or Region in which the need for federal action to initiate sustained yield was most acute or where that and other circumstances combined tended to give the particular project a priority over the others.

Transfer of Disbursing Functions

Mr. Loving presented to the meeting the problem created by the executive order transferring disbursing functions to the Procurement Division of the Treasury and the pressure which is being put upon us to proceed with the transfer of that function.

Medical Examination of Laborers secured from Reemployment Service For Emergency Relief Work

Kelley and Rutledge were assigned to work with Zimmerli in an attempt to secure some arrangement under which laborers listed to us by the re-employment service would be given medical examinations necessary to safeguard the health of crews in the camps.

Proper Field of Washington Office Inspection

A committee consisting of Kelley, Chairman, Show and Kircher was appointed to draw up a report which would represent the point of view expressed by Regional Foresters in discussion of the subject. Kelley accordingly prepared and with the full endorsement of the meeting presented the following report:

"The Situation

"The Regions are confronted with the largest work program in our history. Personnel structures in western regions have never been less secure in experienced men occupying supervisory positions. Reasons: Prohibitions for the past few years against filling of vacancies and many transfers to new jobs elsewhere.

"A large part of the work program in the West must be accomplished coincident with the peak load of protection and regular administrative work.

"Normally the peak seasonal load taxes the capacity of the year-long force to the maximum. This force can absorb work only if kept

intact and by fitting in under it temporary overhead secured from outside sources. These temporary men will require a lot of supervision.

"Forester's Responsibility

"The Committee recognizes of course that the Forester has the unquestionable right to build up his staff of inspectors both numerically and quantitatively from whatsoever sources which, in his judgment, will accomplish his objectives. The Committee also recognizes in the last analysis that only the Forester can decide as to the whens, hows and wheres of inspection that, in his judgment, should be made in order that he may know whether the functioning of the field force is such as to enable him to redeem his responsibilities.

"While all of this is true, there are certain points in regard to the inspection activity that in passing might well be mentioned. To be worthwhile inspection must be made by fully qualified men having proper perspective and able to make their way in the field by sheer force of their recognized superior knowledge of their subjects, their breadth of view, their ability to sense the significant facts of situations and their ability to put across their stuff to the inspected. Inspection by others is worse than waste. It is actually destructive of the morale of the inspected and tears down the respect of the field for the office represented by the inspector.

"Under the conditions which now obtain in the field personnel structure, competent project inspection by the Forester's office on a scale sufficient to enable check of details of the various activities of the big program can be manned only by draining the regions. To do so will tear down where the maximum of competency of planning and supervisory organization is needed, namely, out on the ground. There and there only can the dollars allotted be translated into worthwhile accomplishment.

"To strengthen inspection in the Forester's office at the expense of field competency is comparable to pulling foundation piling to supply rafters for a roof while the entire structure is sucked down into the underlying muck of failure. During the war on unemployment it appears to the Committee that Washington office inspection must unavoidedly be confined to checks of conformance with policies related to the emergency set up, class priorities and the technique of ventures into the several relatively new classes of work. That is, erosion control, cultural activities, fish and game development, and higher standards of recreation developments. These and comparable new ventures need the participation of W. O. men, far more than do the older activities, and we urge that the available W. O. inspection concentrate primarily on the major new activities. It also should undertake correlation and coordination of procedures and methods and underlying view of the different regions towards the work program in particular and as a whole.

"Inspection of regular lines of work must by force of circumstances be foregone and the regions depended upon to redeem their respective responsibilities as best they can taking into account the tremendous burden under which each will operate during the next 18 or 20 months. However, inspection of fiscal matters ought not to be relaxed in any degree.

"Something has been said about sending copies of building plans to the Washington office for check. It is the opinion of the Committee that except in the instances of plans for major buildings, such as regional headquarter structures, little is to be gained by reviewing of plans in the Forester's office, provided, however, that expert talent is made available to the field to prepare designs, construction plans and specifications. What is needed in this respect from the Forester is a clear-cut statement of policy in regard to how far the regions are expected to go in departing from the existing legal limitation on the cost of Forest Service buildings. This is essential so that the regions may clearly know what the Forester has in mind. With this knowledge in hand the field organization will be enabled to proceed with the designing of structures, landscape lay outs befitting particular utility needs and the environments."

In reviewing this report, the Forester makes the following comment:

> "With the overload created by present emergency conditions necessitating nation-wide relief from unemployment, many readjustments in normal work and schedules must be made. This report suggest one such readjustment within the specific field of inspection from the Washington office. I am in accord with that suggestion, since it applies for the emergency period only, with such safeguards as will make possible redemption of my responsibilities and those of the Forest Service.
>
> "Broadly speaking, inspection of "details of the various activities of the big program" may not be possible, from the Washington office, during the emergency overload. But such vital inspection as will insure coordination and correlation of broad policy, and uniformity of major application, is expected by the Secretary and, I am sure, desired by the Regional Foresters."

Coordination of Recruiting between Administrative and Research Units

As a result of discussion in the meeting of Directors of Experiment Stations, Show and Kotok were appointed as a committee to define the problems and difficulties in this field and make recommendations to a joint meeting of Regional Foresters and Experiment Station Directors. Before their report was ready the subject was brought up for discussion but the discussion was discontinued before completion. The Washington divisions of Research and Operation were

directed to complete and announce a plan for coordinated action in recruiting, using as a guide the points brought out in discussion and such decisions as were reached by the meeting. This will be done.

Changing Name of Forest Service

Show was designated a one-man committee to draw up a report with recommendations on the question of a change in the name of the Forest Service. His report is as follows:

"The name "Forest Service" has never described accurately or completely either the legal or the actual character of our job. The basic Act of 1897 sets up both timber production and watershed protection as major purposes, to which have been added by appropriation acts and actual practice range, game and recreation management.

"The status of the Forest Service as the exclusive Federal agency in the field of timber production has never been seriously challenged. Our official name serves notice that in this field our place is fixed.

"But our status in the other major groups of activities is constantly challenged in such ways as:

"1. Independent and for practical purposes, final determination by the Geological Survey of what lands have watershed values.

"2. Creation of a separate organization to control and manage Federal range lands, and an obvious tendency on its part to insist that range lands in the National Forests are part of its legal responsibility.

"3. Creation of an independent organization to handle erosion control, and an obvious desire to include national forest lands within the sphere of influence of the organization.

"4. Continuing insistence by the National Park Service that recreational management on all Federal lands is their exclusive function, and that areas with high or dominant recreational values do not properly belong in national forest status.

"In meeting and in debating these and other comparable jurisdictional problems, which in the aggregate challenge our very existence, we are invariably on the defensive from the start. The conventional argument runs that since the Forest Service by its very name is obviously designed to handle forest -- i.e. timber problems -- it can have neither the viewpoint nor the expertness to handle adequately the other than timber values or uses of wild lands, and therefore some other special purpose organization should have jurisdiction. Our assertions of competence and of status may be accepted informally and off the record, but are sharply contested when functional or territorial jurisdiction is in question.

We need have no illusion that pending the time when our status in the fields of water and soil conservation, recreation, range and game management is unmistakable, we shall be under constant pressure and attack to give up to other organizations areas and functions which we must retain, if we are to practice a coordinated multiple-purpose land management. At present in this whole fundamental question we are on the defense. Defensive strategy normally leads to eventual defeat.

"One major step in shifting from the defense to the offense is to change our name to some more comprehensive descriptive title. This in itself can hardly solve all the problems of status and jurisdiction but it will help greatly.

"Along with this change should go a reconsideration and reestablishment of our true status in the Department. Agriculture has in the main sharply functionalized bureaus and offices. No other bureau remotely approaches the Forest Service in the scope of its activities. Handling and coordination of all forms of use, including a research organization necessary for that purpose, makes of the Forest Service in fact a department for wild land management. If we were to adopt, as suggested, a truly descriptive name, it would at once be recognized that the Forest Service in its structure and the scope of its purposes is not simply another and larger bureau. The true character of the Service arises not from mere size, but from complexity and variety of major purposes.

"The Forest Service is in fact an aggregate of divisions, each of which approximates the stature of the usual bureau. If this is true, it should be recognized as a fact, and the basic organization setup of positions and grades predicated on the actual situation, rather than on the tacit assumption that the Forest Service is simply another bureau.

"The Regional Foresters recommend:

"1. Prompt preparation of a comprehensive statement of our jurisdictional and functional place in the field of wild land management.

"2. Selection and establishment of a new name adequately describing that field.

"3. Prompt preparation of a comprehensive statement giving a basis for recognition of the Service as of sub-departmental rather than bureau status."

Soil Erosion

Questions pertaining to the organization of soil erosion work became very active during the meeting and the Forester appointed a committee consisting of Sherman, Forsling, Morrell and Tinker to prepare a report and recommendations. The report in its final form is as follows:

EROSION CONTROL ACTIVITIES

Jurisdiction Over Work on Various Classes of Land.

"1. On federally owned lands under the jurisdiction of the Department, the Bureau having administrative jurisdiction should have the responsibility, jurisdiction and authority for all management activities, including erosion control work.

"2. In the Western States the Forest Service should be the Federal agency cooperating with local agencies in erosion control on privately owned or State range lands adjacent to National Forests, which are a part of watersheds largely within National Forests.

"3. Generally, so far as other federally owned lands are concerned, the Soil Erosion Service should be the only departmental agency carrying on control operation, and then upon the invitation of the agency having jurisdiction over the lands.

"4. The Soil Erosion Service should have jurisdiction on privately owned lands predominantly agricultural in character.

"5. The Forest Service should have jurisdiction on privately owned lands predominantly forest in character, just as in cooperative fire control and code work.

"6. On areas where the predominance of either farm or forest is doubtful, the agency to have jurisdiction should be determined by mutual agreement between the Soil Erosion Service and the Forest Service. In case of lack of agreement the differences should be referred to the Secretary for decision.

Cooperation between Bureaus.

"In order that all bureaus may contribute most effectively to the erosion program, and to prevent the various bureaus from setting up unnecessary duplicating services, the Departmental agencies responsible for erosion control work should have at their disposal and for their guidance the results of experience and research and expert advice of all other Departmental agencies. The responsible agencies should retain administrative control work, as outlined in the preceding section, but should use such expert service as is available in the Department. Ordinarily, where the volume of work justifies, this cooperation should be accomplished by the assignment or detail of experts from the advisory agency to the executive agency, wherein the advisory agency would retain the technical direction of its experts but the executive agency would maintain administrative control of the experts on the ground during the period of assignment. In case the executive agency refused to follow the advice of the advisory agency, the former would assume full responsibility for the work done. This means in effect, for example, that the

Forest Service will call upon the Soil Erosion Service and other bureaus for expert advice within their respective fields as needed; and likewise the Soil Erosion Service will call upon the Bureau of Plant Industry and others for advice and assistance within their respective fields.

Cooperation with State Agencies.

"Except on continuing Federal demonstration projects, the execution of all erosion control work on privately owned lands should, where possible, be in cooperation with appropriate State agencies. This is in accordance with the practice in Federal-State cooperation under the Federal Highway Act, cooperative fire control (Clarke-McNary Act), etc. Extension work in erosion control and farm management practices to conserve the soil should be conducted through existing extension agencies; at least there should be complete harmony and cooperation between the Erosion and Extension Services and, eventually, erosion specialists should become extension specialists on soil erosion control, just as economic and other specialists now serve in the extension system. All extension workers employed in connection with CCC erosion control work should be under the administrative direction of the agency responsible for operation of the CCC camps.

Cooperation of Land Owner.

"Control of erosion and other practices to conserve the soil are integral parts of land management and are not ends in themselves. It is a definite responsibility of the land owner to undertake erosion control on his own land the same as any other farm management practice. The owner of land on which the Federal government undertakes to render assistance in controlling erosion, should be required to contribute to the work. Wherever practicable, cooperative farm associations or Soil Erosion Control associations should be organized, through the existing extension agencies, to deal with the Federal agency undertaking erosion control work. It may even prove feasible to require that an area form a Soil Erosion Control Association, made up of land owners and operators who agree to cooperate in a soil erosion program, before the Federal government will consider going into an area; in other words, the associations would be formed, draw up a tentative plan of action, and then ask the Federal Government for cooperation.

"If the land is vested with a public interest and the owner is unable to contribute, the Federal government, in its discretion, may assume the full cost.

After the Emergency Period.

"Except during the Unemployment Relief Period, erosion control work on private land should be established on a basis similar to other Federal-aid projects. This will require appropriate Federal legislation authorizing such procedure.

Definition of Terms.

"Certain terms in this memorandum require more specific definition. For example "demonstration areas" should be specifically delineated so as to preclude their being spread too widely. "Land predominantly forests" and "Land predominantly agricultural in character" require definition to avoid confusion. These definitions will be worked out for later consideration by the committee."

Charging for Special Facilities for Recreationists

The Washington divisions of Operation and Fiscal Control were requested by the Forester to explore the possibilities for a policy and plan for charging for special facilities provided for recreationists. Tinker and Evans were directed to provide these divisions with information as to state practice within their regions.

Reductions in Salary Rates from old Nira Schedules

Previous instructions have been that in the transition from old Nira rates to the new pay scales for appointed personnel any old Nira appointments which exceed the new maximum rates should be brought down to the new maximums. These instructions left it optional with Regions as to whether any reductions below the new maximums would be made. This policy was objected to as offering no guidance to regions in reductions of old Nira appointees below the new maximums. Under the previous instructions divergent policies would naturally be followed by different regions.

Discussion led to the adoption of the following policy which has been announced by O Personnel classification memorandum which accompanied the new classification sheets, and dated March 30. Old Nira salaries will be reduced to the minimum rates for new grades for the individual positions in which old Nira employees belong when shifted to Emergency Relief work, except that in his discretion a Regional Forester may recognize exceptional or outstanding men by leaving them at the maximum of the proper grade or reducing them only part of the way to the minimum of such grade.

Use of Advisor Lists.

After discussion, Kelley was designated to present to the Forester a suggestion for his use in negotiating with regard to advisor list and Civil Service personnel. Kelley's report follows:

"At the birth of the now dying Nira program arrangements were made by the Forester with the Secretary to place Nira overhead under Civil Service, with the exception that 100 men total in the engineering and foreman grades would be employed from the Advisors' list. The arrangement has worked very satisfactorily and without friction.

"The Regional Foresters request the Forester to do his level best to have the arrangement extended into the pending Public Works program. The proportion of advisor list men under the Nira program was at the rate of four per million dollars. It is recommended that the attempt to extend the arrangements into the pending Public Works program be on that basis as a maximum. It would work out this way: If the full 200 million dollars recommended for allocation to the Forest Service is made, the maximum number of Advisors' list men to be employed would be 800. The strategy to employ might be to start bargaining at a figure well below the maximum, say at 500, and then move up towards the maximum figure as ground must be given. The same principle would be followed in case the allocation is of lesser amount."

Printing

Mr. Duthie presented to the meeting our chronic dilemna in getting printing done and urged that Regions avoid duplication of forms by (a) not requesting wording on the forms which makes forms usable only in one Region or Forest, (b) by use of standard forms used by other Regions and (c) by every other available device which will help to keep our printing troubles from getting out of hand.

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